

APPENDIX K. SPENDING FOR INCOME-TESTED BENEFITS, FISCAL YEARS 1968-2000

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OVERVIEW

The Congressional Research Service (CRS) has found that more than 80 benefit programs provide cash and noncash aid that is directed primarily to persons with limited income (Burke, 2001). Such programs constitute the public "welfare" system, if welfare is defined as income-tested or need-based benefits (the programs, and their FY2000 expenditures, are listed at the end of this chapter). This definition excludes social insurance programs, such as Social Security and Medicare.

These income-tested benefit programs in fiscal year (FY) 2000 cost \$437 billion: \$306.5 billion in Federal funds and \$130.5 billion in State and local funds. Total welfare spending set a new record, up \$28.6 billion (7%) from the previous peak of 1999. Spending increased for all forms of aid except cash and food benefits, which shrank by \$1.98 billion and \$0.13 billion, respectively. Higher medical spending accounted for \$18.8 billion of the net increase, and almost 52 cents of every welfare dollar went for medical assistance. Expressed in constant FY2000 dollars, welfare spending increased by \$15.6 billion (3.7%) from the 1999 level. Real spending increases by form of benefits were: medical aid, 6%; housing,

17%; education, 7%; services, 7%; jobs/training, 26%; and energy assistance, 19%. In constant value dollars, cash outlays declined by 5% and food benefits by 4%. In FY2000, medical services represented 51.7% of total welfare spending; cash benefits, 21%; food and housing benefits, 15.9%; education and jobs/training, 6.4%; and services and energy aid accounted for the remaining 5.1%. The composition of welfare spending differed by level of government. Medical aid consumed 72% of State and local welfare funds, but only 43% of Federal welfare dollars.

Most income-tested programs provide benefits, in the form of cash, goods, or services, to persons who make no payment and render no service in return. However, in the case of the job and training programs and some educational benefits, recipients must work or study. Further, the block grant program of Temporary Assistance for Needy Families (TANF) requires adults to start work after a period of enrollment, the food stamp program imposes work and training requirements, and public housing requires residents to engage in "self-sufficiency" activities or perform community service. Finally, the Earned Income Tax Credit (EITC) is available only to workers.

PARTICIPATION IN INCOME-TESTED PROGRAMS

An unduplicated count of welfare beneficiaries is not available. Enrollment in TANF and food stamps remained far below 1994/1995 peak levels during 1998-2000, but the number of Medicaid recipients turned upward in 1998 and exceeded 1996 levels in 1999. Average 2000 monthly numbers: Food stamps, 18.2 million recipients; TANF, 6 million; and Supplemental Security Income (SSI), 6.6 million. In 2000, EITC payments went to an estimated 55.3 million persons, and in 1999, 42 million persons received Medicaid services. Census Bureau data indicate that 5.1 million families with children were poor in 2000 before receiving cash aid from TANF, General Assistance (GA) or the EITC (compared with 6.7 million in 1996, the last full year of the pre-TANF welfare program). Among these families, the EITC was received by 59.6% of those with a female head and by 75.2% of those with a male present.

The Census Bureau examined participation in major means-tested government programs in 2000 (Census, 2002). It found that 20.6 million poor persons (two out of three persons with pre-tax money income below the poverty threshold) lived in a household that received means-tested assistance that year. One-half of the poverty population (50.1%) was in a Medicaid-recipient household. One-third of the poor population (33.8 %) lived in a household that received food stamps; for means-tested *cash* assistance, the proportion was 25.2%; and for subsidized or public

housing, 18.5%. Out of the total U.S. population, the Census Bureau reported 23.5% lived in a household that received some form of major means-tested aid in 2000 (Medicaid, 16.4%; means-tested cash assistance, 6.5%; food stamps, 6.2%; and public or subsidized housing, 3.9%).

TRENDS IN SPENDING

The CRS data series provides annual spending figures for 28 fiscal years (1968, 1973, and 1975-2000). Total expenditures on cash and noncash welfare programs were 27 times as great in 2000 as in 1968 (see Table K-1). Even after allowance for price inflation, spending quintupled (rising 440 %) over the 32 years, a period when the U.S. population rose 37%. Measured in constant 2000 dollars,¹ the annual rate of growth in spending over the whole period was 5.4%. However, the growth pattern was uneven. Real spending almost tripled in the first 10 years, declined in the early 1980s, and in the last 17 years more than doubled. Total per capita welfare spending grew in real terms (constant FY2000 dollars) from \$376 in FY1968 to a peak of \$1,587 in FY2000.

The rise since the late 1960s in *overall* need-tested spending tabulated by CRS is sharper than the increase in spending reported by the Social Security Administration (SSA) for a smaller group of need-tested programs. The SSA data series, called public aid, is a category within SSA reports on social welfare expenditures, and it excludes numerous income-tested programs that are in the CRS series. Not counted as public aid in the SSA series are the Earned Income Tax Credit, child nutrition, subsidized housing, educational benefits, adoption assistance, foster care, some job training programs, and others. Some of these programs did not exist 32 years ago, and many have grown rapidly. Adjusted for price inflation, public aid outlays in the SSA series rose 268% between 1968 and 1995 (the most recent year for which SSA data are available). For fiscal year 1995 social welfare expenditure data of SSA, see Bixby, 1999. SSA also has published data on *private* social welfare expenditures. (See Kerns, 1997.)

In nominal dollars, total spending by programs in the CRS series more than doubled from FY1990 (\$213.1 billion) to FY2000 (\$437 billion)—an increase of 105 percent. Calculations by Robert E. Rector of the Heritage Foundation also found that nominal spending more than doubled during the decade. The Rector data series (which includes more than 70 means-tested programs) showed total Federal and

¹ Current dollars were translated into FY2000 constant value dollars by use of the Consumer Price Index for all urban consumers (CPI-U).

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State spending of \$215 billion in FY1990 and \$434 billion in FY2000—an increase of 102% (Rector, 2001).

TABLE K-1--EXPENDITURES FOR INCOME-TESTED BENEFITS,
SELECTED FISCAL YEARS 1968-2000
[In Millions of Dollars]

| Fiscal Year | Level of Government | | Total Spending | |
|-------------|-------------------------------|-----------------------------------|-----------------|------------------|
| | Federal Current Dollars | State-local Current Dollars | Current Dollars | Constant Dollars |
| 1968 | 11,406 | 4,710 | 16,116 | 80,954 |
| 1973 | 27,294 | 10,054 | 37,348 | 149,043 |
| 1975 | 40,208 | 14,753 | 54,961 | 181,265 |
| 1976 | 50,506 | 16,990 | 67,496 | 207,916 |
| 1977 | 55,667 | 18,892 | 74,559 | 213,540 |
| 1978 | 64,342 | 20,151 | 84,493 | 226,038 |
| 1979 | 70,804 | 21,304 | 92,108 | 223,392 |
| 1980 | 80,679 | 24,633 | 105,312 | 224,866 |
| 1981 | 88,230 | 29,045 | 117,275 | 225,419 |
| 1982 | 89,535 | 31,706 | 121,241 | 217,002 |
| 1983 | 93,941 | 33,982 | 127,923 | 221,198 |
| 1984 | 100,262 | 36,191 | 136,453 | 226,657 |
| 1985 | 106,061 | 38,230 | 144,291 | 231,158 |
| 1986 | 108,752 | 40,811 | 149,563 | 233,858 |
| 1987 | 116,191 | 43,364 | 159,555 | 242,555 |
| 1988 | 126,233 | 46,580 | 172,813 | 252,293 |
| 1989 | 135,461 | 51,587 | 187,048 | 260,689 |
| 1990 | 151,990 | 61,065 | 213,055 | 282,815 |
| 1991 | 178,396 | 73,933 | 252,329 | 318,869 |
| 1992 | 209,316 | 88,146 | 297,462 | 364,734 |
| 1993 | 225,768 | 88,683 | 314,451 | 374,152 |
| 1994 | 250,066 | 102,421 | 352,487 | 408,624 |
| 1995 | 262,899 | 108,210 | 371,109 | 418,484 |
| 1996 | 268,097 | 107,213 | 375,310 | 411,725 |
| 1997 | 274,153 | 110,312 | 384,465 | 410,821 |
| 1998 | 280,138 | 114,549 | 394,687 | 414,944 |
| 1999 | 291,022 | 117,383 | 408,405 | 421,379 |
| 2000 | 306,520 | 130,465 | 436,985 | 436,985 |

Source: Burke, 2001.

SPENDING TRENDS BY LEVEL OF GOVERNMENT

FEDERAL GOVERNMENT

Table K-2 presents 1968-2000 Federal welfare spending in constant 2000 dollars, by form of benefit. Measured in constant 2000 dollars, Federal spending for income-tested benefits climbed from \$57.3 billion in fiscal year 1968 to \$306.5

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billion in fiscal year 2000, an increase of 435 percent. As the table shows, cash aid was the leading form of Federal welfare until 1980, when it was overtaken in value by medical benefits. Two years later, in 1982, Federal welfare spending declined for all forms of aid except subsidized housing, in which case outlays reflected earlier commitments, and education benefits. In 1983, Federal spending declined further for medical benefits. For the next 12 years, aggregate real Federal welfare outlays climbed steadily, from \$166.5 billion in FY1984 to \$296.5 billion in FY1995. In FY1996 and FY1997, real Federal welfare spending declined, but thereafter it turned upward, and in FY1999 and FY2000 it reached successive new record highs.

STATE AND LOCAL GOVERNMENTS

Table K-3 shows that State and local spending for income-tested benefits, measured in FY2000 dollars, climbed from \$23.7 billion in fiscal year 1968 to \$130.5 billion in fiscal year 2000, an increase of 451 percent. Cash aid was overtaken by medical benefits as the dominant form of State and local welfare spending in 1976. Unlike Federal welfare spending, State and local spending rose steadily in all years after 1979 except for 1993 and 1996.

TOTAL SPENDING

Table K-4 shows total (Federal plus State and local) spending on income-tested benefits in FY2000 dollars. Total spending rose from \$81 billion in FY1968 to \$437 billion in FY2000, an increase of 440%. Aggregate spending rose in all years except 1979, 1982, 1996, and 1997.

Real spending for medical benefits, education benefits, and services reached new historic peaks in fiscal year 2000. For other forms of benefits, peak spending took place in earlier years: Jobs and training, 1978; energy, 1981; cash aid and housing benefits, 1995; and food benefits, 1994.

SHARE OF FEDERAL BUDGET USED FOR INCOME-TESTED BENEFITS

The share of the Federal budget used for income-tested benefits climbed from 6.4% in fiscal year 1968 to 17.2% in fiscal year 1996, then declined slightly, to 16.9%, in fiscal year 1998, but returned to 17.2% in FY2000 (see Table K-5). Most

TABLE K-2--FEDERAL SPENDING FOR INCOME-TESTED BENEFITS BY FORM OF BENEFIT,
SELECTED FISCAL YEARS 1968-2000

[In Millions of Constant FY 2000 Dollars]

| Fiscal Year | Medical | Cash | Food | Housing | Education | Jobs/training | Services | Energy | Total ¹ |
|-------------|---------|--------|--------|---------|-----------|---------------|----------|--------|--------------------|
| 1968 | 13,769 | 25,302 | 4,486 | 3,933 | 4,320 | 3,561 | 1,924 | 0 | 57,295 |
| 1973 | 26,574 | 34,220 | 15,384 | 15,069 | 7,267 | 3,683 | 6,724 | 0 | 108,921 |
| 1975 | 31,612 | 42,014 | 21,236 | 16,757 | 7,190 | 7,088 | 6,712 | 0 | 132,609 |
| 1976 | 33,715 | 45,963 | 23,802 | 18,057 | 11,379 | 14,188 | 8,388 | 86 | 155,580 |
| 1977 | 37,748 | 44,957 | 22,213 | 18,885 | 9,958 | 15,532 | 9,274 | 865 | 159,433 |
| 1978 | 38,967 | 42,929 | 22,764 | 20,650 | 10,880 | 25,950 | 9,259 | 730 | 172,129 |
| 1979 | 39,802 | 41,066 | 25,168 | 22,049 | 11,668 | 22,473 | 8,860 | 638 | 171,723 |
| 1980 | 41,421 | 40,522 | 27,948 | 21,869 | 10,441 | 18,416 | 7,975 | 3,675 | 172,268 |
| 1981 | 42,773 | 40,288 | 30,156 | 21,438 | 9,201 | 14,447 | 7,425 | 3,862 | 169,591 |
| 1982 | 41,238 | 38,616 | 28,054 | 22,088 | 13,934 | 7,140 | 5,554 | 3,630 | 160,253 |
| 1983 | 40,763 | 38,735 | 31,291 | 21,770 | 12,835 | 7,793 | 5,713 | 3,538 | 162,438 |
| 1984 | 41,267 | 39,505 | 31,088 | 23,165 | 13,307 | 8,932 | 5,712 | 3,565 | 166,541 |
| 1985 | 44,664 | 39,227 | 31,018 | 24,207 | 15,245 | 6,240 | 5,689 | 3,622 | 169,912 |
| 1986 | 46,555 | 41,167 | 29,931 | 22,269 | 15,722 | 5,670 | 5,301 | 3,432 | 170,046 |
| 1987 | 53,426 | 41,743 | 30,241 | 22,145 | 14,849 | 5,749 | 5,483 | 2,996 | 176,633 |
| 1988 | 56,385 | 44,256 | 29,514 | 23,173 | 16,274 | 5,472 | 6,554 | 2,663 | 184,290 |
| 1989 | 59,104 | 46,219 | 29,038 | 23,214 | 17,399 | 5,317 | 6,231 | 2,270 | 188,792 |
| 1990 | 66,671 | 48,378 | 31,687 | 23,926 | 18,267 | 5,277 | 5,421 | 2,129 | 201,756 |
| 1991 | 78,920 | 53,419 | 35,390 | 24,521 | 18,782 | 5,546 | 6,579 | 2,282 | 225,440 |
| 1992 | 96,474 | 59,733 | 40,229 | 28,159 | 16,678 | 6,153 | 7,162 | 2,066 | 256,654 |
| 1993 | 101,200 | 63,479 | 41,374 | 31,089 | 17,030 | 5,677 | 6,958 | 1,825 | 268,632 |
| 1994 | 108,609 | 73,494 | 41,857 | 32,270 | 16,968 | 5,635 | 8,836 | 2,222 | 289,891 |
| 1995 | 114,359 | 76,594 | 41,494 | 33,142 | 17,069 | 5,217 | 6,779 | 1,805 | 296,460 |
| 1996 | 114,009 | 76,804 | 40,770 | 32,958 | 16,919 | 4,432 | 6,924 | 1,293 | 294,110 |
| 1997 | 115,176 | 76,773 | 37,799 | 32,937 | 17,641 | 4,056 | 7,130 | 1,434 | 292,947 |
| 1998 | 116,604 | 76,687 | 34,869 | 31,939 | 17,857 | 4,390 | 10,848 | 1,322 | 294,516 |
| 1999 | 123,476 | 76,726 | 33,618 | 29,848 | 17,830 | 4,929 | 12,490 | 1,351 | 300,267 |
| 2000 | 131,468 | 72,516 | 32,182 | 29,261 | 19,043 | 6,219 | 14,201 | 1,630 | 306,520 |

¹ Rows may not add to total shown because of rounding.

Source: Burke, 2001

TABLE K-3-- STATE AND LOCAL SPENDING FOR INCOME-TESTED BENEFITS BY FORM OF BENEFIT,
SELECTED FISCAL YEARS 1968-2000
[In Millions of Constant FY 2000 Dollars]

| Fiscal Year | Medical | Cash | Food | Housing | Education | Jobs/training | Services | Energy | Total ¹ |
|-------------|---------|--------|-------|---------|-----------|---------------|----------|--------|--------------------|
| 1968 | 10.353 | 12.508 | 0 | 0 | 0 | 216 | 583 | 0 | 23.659 |
| 1973 | 16.621 | 21.139 | 0 | 0 | 0 | 223 | 2,139 | 0 | 40.122 |
| 1975 | 21.804 | 22.265 | 1.844 | 0 | 472 | 129 | 2,144 | 0 | 48.656 |
| 1976 | 24.040 | 23.627 | 1,950 | 0 | 481 | 120 | 2,119 | 0 | 52.336 |
| 1977 | 25.458 | 23.414 | 2,328 | 0 | 530 | 163 | 2,214 | 0 | 54.107 |
| 1978 | 26.113 | 22.477 | 2,335 | 0 | 634 | 169 | 2,180 | 0 | 53.909 |
| 1979 | 27.008 | 20.795 | 958 | 0 | 609 | 189 | 2,110 | 0 | 51.669 |
| 1980 | 28.185 | 20.810 | 976 | 0 | 611 | 173 | 1,843 | 0 | 52.597 |
| 1981 | 30.043 | 21.138 | 1,115 | 0 | 561 | 161 | 2,810 | 0 | 55.829 |
| 1982 | 31.422 | 19.996 | 1,287 | 0 | 481 | 134 | 3,401 | 27 | 56.749 |
| 1983 | 32.652 | 20.421 | 1,354 | 0 | 522 | 137 | 3,631 | 43 | 58.760 |
| 1984 | 34.103 | 20.576 | 1,578 | 0 | 502 | 130 | 3,156 | 71 | 60.115 |
| 1985 | 34.540 | 21.067 | 1,648 | 0 | 727 | 130 | 3,084 | 50 | 61.245 |
| 1986 | 36.069 | 22.081 | 1,725 | 0 | 774 | 114 | 2,971 | 78 | 63.812 |
| 1987 | 37.408 | 22.529 | 1,774 | 0 | 777 | 108 | 3,010 | 316 | 65.922 |
| 1988 | 39.644 | 22.473 | 1,663 | 0 | 794 | 105 | 3,066 | 258 | 68.003 |
| 1989 | 43.224 | 22.981 | 1,619 | 0 | 760 | 135 | 2,927 | 251 | 71.897 |
| 1990 | 48.579 | 23.641 | 1,639 | 0 | 835 | 354 | 5,846 | 165 | 81.059 |
| 1991 | 59.961 | 24.454 | 1,658 | 0 | 691 | 555 | 5,967 | 143 | 93.429 |
| 1992 | 70.104 | 25.880 | 1,769 | 2,820 | 753 | 584 | 6,062 | 108 | 108.081 |
| 1993 | 68.955 | 25.524 | 1,863 | 1,583 | 911 | 669 | 5,931 | 84 | 105.520 |
| 1994 | 78.544 | 26.573 | 2,052 | 1,872 | 1,047 | 758 | 7,797 | 89 | 118.732 |
| 1995 | 82.563 | 26.697 | 2,064 | 2,622 | 1,077 | 915 | 5,996 | 91 | 122.024 |
| 1996 | 81.190 | 24.622 | 2,106 | 2,698 | 1,048 | 706 | 5,166 | 80 | 117.615 |
| 1997 | 83.639 | 22.690 | 2,109 | 2,624 | 1,096 | 190 | 5,457 | 68 | 117.874 |
| 1998 | 86.945 | 19.582 | 2,037 | 2,742 | 1,195 | 752 | 7,091 | 83 | 120.428 |
| 1999 | 90.143 | 19.850 | 2,100 | NA | 1,228 | 902 | 6,801 | 88 | 121.112 |
| 2000 | 94.390 | 19.187 | 2,165 | 5,645 | 1,342 | 1,128 | 6,523 | 85 | 130.465 |

NA - Not available.

¹Rows may not add to total shown because of rounding.

Source: Burke, 2001

TABLE K-4-- TOTAL SPENDING FOR INCOME-TESTED BENEFITS BY FORM OF BENEFIT,
SELECTED FISCAL YEARS 1968-2000
[In Millions of Constant FY 2000 Dollars]

| Fiscal Year | Medical | Cash | Food | Housing | Education | Jobs/ training | Services | Energy | Total |
|-------------|---------|---------|--------|---------|-----------|----------------|----------|--------|---------|
| 1968 | 24,122 | 37,810 | 4,486 | 3,933 | 4,320 | 3,777 | 2,507 | 0 | 80,954 |
| 1973 | 43,195 | 55,358 | 15,384 | 15,069 | 7,267 | 3,907 | 8,863 | 0 | 149,043 |
| 1975 | 53,416 | 64,279 | 23,080 | 16,757 | 7,661 | 7,216 | 8,855 | 0 | 181,265 |
| 1976 | 57,755 | 69,590 | 25,752 | 18,057 | 11,860 | 14,309 | 10,507 | 86 | 207,916 |
| 1977 | 63,207 | 68,370 | 24,542 | 18,885 | 10,488 | 15,695 | 11,488 | 865 | 213,540 |
| 1978 | 65,080 | 65,407 | 25,099 | 20,650 | 11,514 | 26,118 | 11,439 | 730 | 226,038 |
| 1979 | 66,810 | 61,860 | 26,126 | 22,049 | 12,277 | 22,662 | 10,970 | 638 | 223,392 |
| 1980 | 69,606 | 61,332 | 28,924 | 21,869 | 11,052 | 18,589 | 9,818 | 3,675 | 224,866 |
| 1981 | 72,817 | 61,426 | 31,271 | 21,438 | 9,763 | 14,608 | 10,235 | 3,862 | 225,419 |
| 1982 | 72,660 | 58,612 | 29,341 | 22,088 | 14,415 | 7,274 | 8,955 | 3,657 | 217,002 |
| 1983 | 73,415 | 59,156 | 32,645 | 21,770 | 13,358 | 7,930 | 9,344 | 3,581 | 221,198 |
| 1984 | 75,371 | 60,081 | 32,666 | 23,165 | 13,808 | 9,061 | 8,868 | 3,636 | 226,657 |
| 1985 | 79,204 | 60,294 | 32,667 | 24,207 | 15,972 | 6,370 | 8,773 | 3,672 | 231,158 |
| 1986 | 82,624 | 63,248 | 31,655 | 22,269 | 16,496 | 5,784 | 8,271 | 3,510 | 233,858 |
| 1987 | 90,833 | 64,273 | 32,015 | 22,145 | 15,626 | 5,857 | 8,493 | 3,313 | 242,555 |
| 1988 | 96,029 | 66,729 | 31,177 | 23,173 | 17,068 | 5,577 | 9,619 | 2,921 | 252,293 |
| 1989 | 102,328 | 69,200 | 30,657 | 23,214 | 18,159 | 5,452 | 9,158 | 2,521 | 260,689 |
| 1990 | 115,250 | 72,020 | 33,326 | 23,926 | 19,102 | 5,631 | 11,267 | 2,294 | 282,815 |
| 1991 | 138,881 | 77,873 | 37,048 | 24,521 | 19,474 | 6,101 | 12,546 | 2,425 | 318,869 |
| 1992 | 166,578 | 85,614 | 41,998 | 30,979 | 17,431 | 6,736 | 13,224 | 2,174 | 364,734 |
| 1993 | 170,155 | 89,003 | 43,237 | 32,671 | 17,942 | 6,346 | 12,890 | 1,910 | 374,152 |
| 1994 | 187,153 | 100,066 | 43,909 | 34,142 | 18,015 | 6,393 | 16,633 | 2,311 | 408,624 |
| 1995 | 196,922 | 103,291 | 43,558 | 35,764 | 18,146 | 6,131 | 12,775 | 1,897 | 418,484 |
| 1996 | 195,198 | 101,426 | 42,876 | 35,656 | 17,967 | 5,138 | 12,090 | 1,373 | 411,725 |
| 1997 | 198,815 | 99,463 | 39,908 | 35,561 | 18,737 | 4,246 | 12,588 | 1,502 | 410,821 |
| 1998 | 203,550 | 96,269 | 36,907 | 34,681 | 19,052 | 5,142 | 17,939 | 1,405 | 414,944 |
| 1999 | 213,619 | 96,576 | 35,718 | 29,848 | 19,058 | 5,831 | 19,291 | 1,438 | 421,379 |
| 2000 | 225,858 | 91,703 | 34,347 | 34,906 | 20,385 | 7,347 | 20,724 | 1,715 | 436,985 |

Source: Table prepared by the Congressional Research Service (CRS).

Table K-5-- SHARE OF FEDERAL BUDGET USED FOR INCOME-TESTED AID, BY FORM OF AID,
SELECTED FISCAL YEARS 1968-2000
[In Percent]

| Fiscal Year | Medical | Cash | Food | Housing | Education | Jobs/ training | Energy | Services | Total |
|-------------|---------|------|------|---------|-----------|-------------------|--------|----------|-------|
| 1968 | 1.54 | 2.83 | 0.50 | 0.44 | 0.48 | 0.40 | 0.00 | 0.22 | 6.40 |
| 1973 | 2.71 | 3.49 | 1.57 | 1.54 | 0.74 | 0.38 | 0.00 | 0.69 | 11.10 |
| 1978 | 3.18 | 3.5 | 1.86 | 1.68 | 0.89 | 2.11 ¹ | 0.06 | 0.75 | 14.10 |
| 1983 | 2.92 | 2.77 | 2.24 | 1.56 | 0.92 | 0.56 | 0.25 | 0.41 | 11.60 |
| 1988 | 3.63 | 2.85 | 1.90 | 1.49 | 1.05 | 0.35 | 0.17 | 0.42 | 11.80 |
| 1990 | 4.01 | 2.91 | 1.90 | 1.44 | 1.10 | 0.32 | 0.13 | 0.33 | 12.10 |
| 1992 | 5.69 | 3.53 | 2.37 | 1.66 | 0.98 | 0.36 | 0.12 | 0.42 | 15.20 |
| 1994 | 6.41 | 4.34 | 2.47 | 1.90 | 1.00 | 0.33 | 0.13 | 0.52 | 17.10 |
| 1996 | 6.66 | 4.49 | 2.38 | 1.93 | 0.99 | 0.26 | 0.08 | 0.40 | 17.20 |
| 1998 | 6.71 | 4.41 | 2.01 | 1.84 | 1.03 | 0.25 | 0.08 | 0.62 | 16.90 |
| 2000 | 7.35 | 4.05 | 1.80 | 1.64 | 1.06 | 0.28 | 0.09 | 0.79 | 17.20 |

¹In FY1978, jobs and training benefit outlays were \$9.7 billion. Of this total, \$5.8 billion represented public service employment and \$2 billion employment and training services.

Source: Table prepared by Congressional Research Service (CRS).

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of the 1968-2000 increase of 10.8 percentage points was accounted for by medical benefits (5.8 percentage point gain). Measured in percentage points, increases for other forms of aid were: cash benefits, 1.2; food aid, 1.3; housing benefits, 1.2; education, 0.6; services, 0.6; and energy aid, 0.1. Federal spending for income-tested jobs/training benefits declined as a percent of the budget (down 0.1 percentage point).

LIST OF INCOME-TESTED PROGRAMS

Below is the list of programs providing income-tested benefits. Within each category, the programs are listed in the order of their total cost in fiscal year 2000 to Federal and State and local governments. Amounts shown are in millions of dollars.

MEDICAL AID

1. Medicaid (\$207,195)
2. Medical care for veterans without service-connected disability (\$7,420)
3. General assistance (medical care component)--no Federal dollars (\$3,898)
4. State Children's Health Insurance (S-CHIP) (\$2,474)
5. Indian health services (\$2,391)
6. Maternal and child health services block grant (\$1,144)
7. Consolidated health centers (\$1,018)
8. Title X family planning services (\$239)
9. Medical assistance to refugees and Cuban/Haitian entrants (\$79)

CASH AID

10. Supplemental Security Income (SSI) (\$35,066)
11. Earned Income Tax Credit (EITC) -- refundable portion only (\$25,800)
12. Temporary Assistance for Needy Families (TANF) (\$14,490)
13. Foster care (\$7,941)
14. Pensions for needy veterans, their dependents, and survivors, (\$2,953)
15. General assistance (nonmedical care component)--no Federal dollars (\$2,649)
16. Adoption assistance (\$1,859)
17. Child tax credit -- refundable portion only (\$810)
18. General assistance to Indians (\$71)
19. Cash assistance to refugees and Cuban/Haitian entrants (\$44)

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20. Dependency and indemnity compensation (DIC) and death compensation for parents of veterans (\$20)

FOOD AID

21. Food stamps (\$20,341)
22. School lunch program (free and reduced price segments) (\$5,629)
23. Special Supplemental Nutrition Program for Women, Infants, and Children (WIC) (\$3,944)
24. Child and adult care food program (\$1,557)
25. School breakfast program (free and reduced price segments) (\$1,349)
26. Nutrition program for the elderly (\$740)
27. Summer food service program for children (\$314)
28. The Emergency Food Assistance Program (TEFAP) (\$305)
29. Commodity Supplemental Food Program (CSFP) (\$92)
30. Food distribution program on Indian reservations (\$75)
31. Special milk program (free segment) (\$1)

HOUSING AID

32. Section 8 low-income housing assistance (\$15,972)
33. Home Investment Partnerships Program (HOME) (\$7,275)
34. Low-rent public housing (\$6,526)
35. Rural housing loans (section 502) (\$3,291)
36. Rural rental assistance payments (section 521) (\$640)
37. Section 236 interest reduction payments (\$596)
38. Housing opportunities for people with AIDS (HOPWA) (\$232)
39. Rural rental housing loans (section 515) (\$114)
40. Rural housing repair loans and grants (section 504) (\$58)
41. Section 101 rent supplements (\$54)
42. Farm labor housing loans (section 514) and grants (section 516) (\$48)
43. Rural housing self-help technical assistance grants (section 523) and rural housing site loans (sections 523 and 524) (\$32)
44. Homeownership and opportunity for people everywhere (HOPE) Programs (\$31)
45. Section 235 home ownership assistance for low-income families (\$16)
46. Indian housing improvement grants (\$16)
47. Rural housing preservation grants (section 533) (\$6)

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EDUCATION AID

- 48. Federal Pell grants (\$7,704)
- 49. Head Start (\$6,583)
- 50. Subsidized Federal Stafford loans and Stafford/Ford loans (\$3,332)
- 51. Federal work-study program (\$870)
- 52. Supplemental educational opportunity grants (\$619)
- 53. Federal trio programs (\$600)
- 54. Chapter 1 migrant education program (\$355)
- 55. Health professions student loans and scholarships (\$133)
- 56. Perkins loans (\$100)
- 57. Leveraging educational assistance partnerships (LEAP) (\$50)
- 58. Fellowships for graduate and professional study (\$24)
- 59. Migrant high school equivalency program (HEP) (\$9)
- 60. College assistance migrant program (CAMP) (\$4)
- 61. Ellender fellowships (\$2)

OTHER SERVICES

- 62. Child care and development block grant (\$6,934)
- 63. Social services block grant (Title XX) (\$5,623)
- 64. TANF services (\$3,687)
- 65. TANF child care (\$2,308)
- 66. Homeless assistance (\$1,020)
- 67. Community services block grant (\$594)
- 68. Legal services (\$304)
- 69. Social services for refugees and Cuban/Haitian entrants (\$144)
- 70. Emergency food and shelter program (\$110)

JOBS AND TRAINING AID

- 71. TANF work activities (\$2,272)
- 72. Job Corps (\$1,357)
- 73. Youth training (\$1,000)
- 74. Adult training (\$950)
- 75. Welfare-to-work (\$723)
- 76. Senior community service employment program (\$489)
- 77. Food stamp employment and training (\$303)

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- 78. Foster grandparents (\$133)
- 79. Senior companions (\$64)
- 80. Targeted assistance to refugees, asylees, other humanitarian cases (\$50)
- 81. Native employment works (NEW) (\$8)

ENERGY AID

- 82. Low-income home energy assistance program (LIHEAP) (\$1,495)
- 83. Weatherization assistance (\$220)

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